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ABSTRACT

This report provides an overview of vocational training programs and activities for Limited English Proficient (LEP) adults in Illinois, with particular emphasis on the Chicago area and on Elgin County. State policy regarding LEP adults is discussed, as are the roles of state agencies in providing services to these individuals. Statistical information concerning the LEP population is also presented. This includes selected population data on the number and national origin of LEP inhabitants in Chicago, Elgin County, and Illinois as a whole. Also included are selected social and economic characteristics of Hispanic individuals, as well as employment data for this population. Specific programs are also reviewed. (Adjunct ERIC Clearinghouse on Literacy Education) (JL)

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VOCATIONAL TRAINING FOR LEP ADULTS IN ILLINOIS

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VOCATIONAL TRAINING FOR LEP ADULTS IN ILLINOIS

I. INTRODUCTION

In the 1980 Census, Illinois had a population of 11,426,518 (see Table 1). The size of the populaation held fairly steady in the early 1980s; in 1985 the population was 11,535,000. According to the 1980 Census, 11.5% of the Illinois population over 18 years of age spoke a language other than English at home, with those speaking Spanish at home making up 4.4% of the population. (The remaining 7.1% spoke a variety of other languages.) The percentage of the population which was of Spanish origin was 5.6%, the majority of these being Mexican (3.5% of the total population). The state experienced an influx of refugees from Southeast Asia during the 1980s, along with continued settlement of Mexicans. The 1990 Census is expected to show a significant increase in these groups.

The Spanish origin population in Illinois is poorer economically than the total population of the state. As shown in Table 2, median household income (according to the 1980 Census) of the Spanish origin population was $16,408, compared to $19,321 for the total population. Similarly, the median family income was $17,476 for the Spanish origin population, compared to $22,746 for the total population. Economic differences between the Spanish origin population and the total population are even more pronounced when one examines poverty level. The percentage of Spanish origin families below the poverty level was 18.7%, compared to 8.4% for the total population; while the percentage of Spanish origin individuals below the poverty level was 20.2%, compared to 11.0% of all individuals. Individuals of Spanish origin were less likely to have graduated from high school (36.7% of Spanish origin individuals over 25 years compared to 66.5% for the total population over 25). Census data also showed that there were larger percentages of households headed by a Spanish origin female, with no husband present and children under 18 than similar households overall (13.1% versus 8.8%).

Table 3 shows some selected recent (1987) employment data for the state. The unemployment rate for the Hispanic population was 8.8% compared to 7.4% for the total population. This is a smaller difference between the Hispanic and total population than was indicated by the income and poverty data from the Census.

TABLE 1

SELECTED POPULATION DATA FOR ILLINOIS: 1980 CENSUS

Total Population	11,426,518
Percentage who speak a language other than English at home	11.5
Percentage foreign born	7.2
Percentage naturalized citizens	3.6
Percentage not citizens	3.6
Percentage Spanish origin	5.6
Percentage Mexican origin	3.5
Percentage (over 18) who speak Spanish at home	4.4

TABLE 2

SELECTED SOCIAL AND ECONOMIC CHARACTERISTICS OF THE SPANISH ORIGIN AND TOTAL POPULATION IN ILLINOIS 1980 CENSUS

	Spanish Origin Population	Total Population
Number	634,617	11,426,518
Percentage of total population	5.6	100.0
Median age (years)	22.1	29.9
Median household income in 1979	$16,408	$19,321
Median family income in 1979	$17,476	$22,746
Percentage of families below poverty	18.7	8.4
Percentage of persons below poverty	20.2	11.0
Percentage of ages 25 and over who are high school graduates	36.7	66.5
Percentage of ages 16-64 with a work disability	5.6	7.3
Percentage of persons under 18 living with both parents	72.6	75.8
Mean number of children ever born	1.68	1.31
Percentage female householder, no husband present, with children under 18 years	13.1	8.8

TABLE 3

SELECTED EMPLOYMENT DATA FOR THE STATE OF ILLINOIS
BY RACE AND SPANISH ORIGIN: 1987 ANNUAL AVERAGES
(in thousands)

Race/ ethnicity	Civilian Non-Institutional Population*	Civilian Labor Force		Employment		Unemployment	
		Number	Percentage of Population	Number	Percentage of Population	Number	Rate
Total	8,738	5,753	65.8	5,330	61.0	423	7.4
White	7,316	4,889	66.8	4,605	62.9	284	5.8
Black	1,227	733	59.8	600	48.9	133	18.1
Hispanic	467	313	66.9	285	61.1	27	8.8

Source: BLS unpublished data

*16 years and above

Although the data were for different years, the differences may reflect that Hispanics, although employed, work in low paying jobs. The high school graduation rates surely support this hypothesis.

No recent employment data are available for LEP adults in the state. One may expect, however, that the unemployment rates and other economic data for the LEP Hispanic population would show that they are worse off economically than the overall Hispanic population. LEP adults from Southeast Asia are most likely to be living in similarily difficult economic conditions. The 1990 Census should provide valuable data concerning their situations. All in all, however, the available data argue for the need for vocational training and other special employment-related services for the LEP adult population in Illinois.

II. STATE POLICY REGARDING LEP ADULTS

No executive orders have been issued by the Governor and no state legislation has been passed making LEP adults a special target group for employment-related training. Further, the Illinois Council on Vocational Education has not issued any policy statements concerning special services to LEP adults. LEP adults are recognized by the state education and training agencies as one of several disadvantaged groups in need of services in the state. However, it is left to local jurisdictions to prioritize services for specific handicapped and disadvantaged target groups, depending on the special needs of their local population. According to respondents at these agencies, there has not been much lobbying at the state level by advocacy groups for greater efforts towards providing special vocational services for LEP adults. Since many LEP adults are not citizens and cannot vote, their political clout is minimal.

There is no state funding targeted at vocational education for LEP adults, nor is there a single vocational training model mandated or recommended for serving LEP adults. The federal Perkins disadvantaged set-aside is used for vocational services to LEP adults, at the discretion of local jurisdiction to meet their identified needs. Perkins funds are received from the U.S. Department of Education by the Illinois State Board of Education, and distributed to school districts and community colleges by the Department of Adult, Vocational, and Technical Education.

III. ROLES OF STATE AGENCIES IN SERVING LEP ADULTS

A. Community Colleges

The 50 public community colleges around the state are the primary providers of vocational services to adults in Illinois. The Illinois Community College Board plans and coordinates the programs and activities of these colleges. LEP adults are one of several disadvantaged groups which are in need of special services. The state allows the individual community colleges to make their own decisions on prioritizing services among these groups depending on the needs of their local service areas. Federal Perkins money is distributed directly to the individual colleges by the Department of Adult, Vocational and Technical Education of the Illinois State Board of Education. The Community College Board has no role in the distribution of these funds.

The amount of Perkins funds for the disadvantaged (including LEP adults) distributed to each community college is based on a formula which takes into account the number of economically disadvantaged individuals in the college's service area, and the number of disadvantaged students served in vocational education during the previous year. It is then the individual college's decision as to how to target the disadvantaged funds they receive among the various groups in need of services. However, if a college identifies in its application the number of LEP students served during the previous year, then a proportional amount of money must be spent to serve that population. If LEP persons are not identified (but counted as part of the total number of disadvantaged students), then the local college can choose to serve the disadvantaged as they best see fit. Thus, the number of LEP adults served are generally not reported.

About 15 of the 50 community colleges reported that they served LEP adults. These colleges are mainly in the northern part of the state. Those colleges in the southern part of the state enroll only small numbers of LEP adults and generally do not report these numbers. In 1986, a total of 3,418 limited-English proficient adults were reported as being served in vocational

education classes utilizing Perkins funding. Of these, 3,226 were mainstreamed in regular classes and provided extra tutoring and other special assistance; another 165 were served in separate classes.

In addition to Perkins money for the disadvantaged, the Illinois Community College Board distributes disadvantaged student grant funds to each college. This state funding program provides services and courses to assist educationally and socially disadvantaged and handicapped students to adapt to a college environment designed for the non-disadvantaged. A $20,000 basic grant is received by each participating college, with additional funds distributed by formula based on number of credit hours produced in the past year in remedial, adult basic, and adult secondary education courses.

The mean funding for the 38 community colleges which received these funds in FY 87 was just under $200,000. Services provided through these grants included peer and professional tutoring, educational and career counseling, testing and evaluation, referrals to other agencies, and other support services. The specific special needs groups served and the services provided are left to the discretion of the individual college. Thus, services for LEP adults may or may not be provided at particular colleges. Overall, the disadvantaged student grant program served 11,815 students in ESL courses in FY86, and 6,816 students in FY87.

B. State Board of Education-Department of Adult, Vocational and Technical Education

Another agency involved in the provision of employment-related services to LEP adults is the Department of Adult, Vocationl and Technical Education under the Illinois State Board of Education. The Board of Education is responsible for educational policies and guidelines from preschool through grade twelve. Through its Department of Adult, Vocational and Technical Education, it also administers adult and vocational education. On the vocational side, the Department is responsible for secondary level vocational education. Vocational programs for adults, as stated previously, are delivered primarily by the state's public community colleges which are administered by the Illinois Community College Board.

Services to adults are provided, however, through the adult education program. This program provides adults with less than a high school education the opportunity to acquire the basic skills necessary to function more effectively in society. Funding for adult education is derived from the Federal Adult Education Act (27%), Title XX of the Social Security Act (38%), and state (27%) and local (8%) funds (1986 figures). Perkins funds are not used. Respondents indicated that very little coordination of programming is done between adult education and vocational education at the state level.

The adult education program provides extensive ESL classes and other programs directed at LEP adults. These include citizenship, basic skills, job-seeking skills, and native language literacy. In 1986, 35,592 limited-English proficient individuals enrolled in adult education programs, a significant proportion of the total of 111,053 individuals enrolled across the state. In 1987, 48,214 limited English proficient students enrolled out of a total of 118,268.

Respondents indicated that there is no need to recruit LEP adults. They seek out ESL programs more so than English proficient adults who need to improve their basic and other skills. Most of the ESL students are employed, but at entry-level jobs. In addition to classes at schools and community colleges, programs are offered at plants and factories around the state at the request of employers. Respondents indicated that adult education services are directed at the least educated and most in need. LEP adults are among these individuals and ESL is frequently cited as one of the more extensively utilized programs.

C. JTPA Program

The federal Job Training Partnership Act (JTPA) of 1982 funds job training programs for economically disadvantaged individuals and others who face barriers to employment. In Illinois, the program is administered by the Department of Commerce and Community Affairs.

The JTPA program in Illinois has not identified LEP adults as a priority target population and no specific policies concerning services to LEP adults have been promulgated. The JTPA legislation does not call for special services for LEP

persons, and the JTPA program in Illinois has not developed a criterion or definition for identifying individuals as limited English proficient. The goals set for JTPA in Illinois call for services to be equitably distributed among those segments of the population in need, especially those on public assistance. Respondents indicated that LEP adults are represented in these groups. Targeting specific special needs group for services is made by each service delivery area, based on local needs.

Data for program year 1986 indicate that 2,271 LEP youth and adults were served by various JTPA-funded programs. This total was 2.1% of all individuals served, and 40% of all LEP youth and adults who applied for services. Respondents indicated that ESL and remedial basic skills are the most frequently provided services to LEP adults.

D. Refugee Resettlement Program

Programs for refugees in Illinois are administered through the Illinois Department of Public Aid (IDPA), Bureau of Social Services. The IDPA receives funds from the federal Office of Refugee Resettlement (ORR), and in turn provides grants to 22 agencies around the state. Sixteen of the grantees are in Chicago, and these grants are coordinated and administered by the Jewish Federation of Metropolitan Chicago. The six remaining grantees (e.g., Northwest Educational Cooperative, Rock Valley College, and Elgin YMCA) are administered directly by IDPA.

Federal ORR guidelines stress employment as the major goal of its programs. Thus, the main activities of grantees include job counseling and job placement. The refugee coordinator at IDPA estimated that only 6-7% (120-140) of those served in the past year received vocational training, and perhaps double that number received English language training.

The coordinator reported that virtually all of the refugees served by IDPA are limited English proficient. Those served are most likely to come from Southeast Asia, with Vietnamese, Cambodians and Laotians being the three largest groups. However, Eastern Europeans (Poles, Romanians, Russians) are also a signficant portion of those served.

E. Northwest Educational Cooperative

The Northwest Educational Cooperative (NEC), an independent educational support organization, provides a broad range of services to educational and social agencies, primarily in Illinois but in some cases for a wider geographic area. Primary support is obtained from federal and state grants. Among the projects of NEC are:

- a grant from the federal Bilingual Vocational Training program to provide training of trainers in bilingual vocational education in a four-state area;
- a state-funded project for the development of vocational ESL curricula in specific occupational clusters;
- a project to develop a work English (pre-employment) curriculum using the Mainstream English Language Training (MELT) and Basic English Skills Test (BEST) competencies, whose development was funded by the federal Office of Refugee Resettlement.
- a family literacy program for LEP families, including ESL and English literacy skills; and
- direct provision of vocational ESL for approximately 200 persons.

NEC is thus both a direct service provider and a support organization for other providers. In its role as a support organization, it is active in facilitating both vocational and English language training for LEP adults.

The next sections of this case study discuss vocational services to LEP adults in two local jurisdictions: a large metropolitan area (Chicago) and a small city (Elgin).

IV. CHICAGO, ILLINOIS

A. LEP Adult Population

Chicago has a large and diverse population of people with language backgrounds other than English. Spanish-speakers represent the largest non-English group, but there are considerable numbers of those who speak Polish, Italian, German, and other languages as well.

The latest census data (1980) concerning language-minority people are summarized in Table 4. A number of respondents suggested, however, that these numbers underestimate the language-minority population, especially of Hispanics. Two respondents estimated the Hispanic population to be 15% and 18%, respectively. Another respondent in the Chicago Public Schools reported that 24% of the enrollment was Hispanic. An undercount in the 1980 census and recent waves of immigrants are both probable reasons for why present estimates are higher than census numbers.

B. The Economy

The economic conditions in Chicago were reported as being somewhat negative. The city has lost a number of manufacturing jobs recently, but the job market in other areas is reported to be more positive. According to the 1980 Census, labor force participation was generally low (72.1% for males, 50.9% for females, in comparison to 77.3% and 51.6% statewide). Unemployment (9.8%) was above the state average (7.2%), and median household income ($15,301) was lower than the state average ($19,321). Also, the percentages of persons and families in poverty (20.3% and 16.8%) were higher than statewide averages (11.0% and 8.4%).

The economic conditions for LEP adults in Chicago are somewhat worse than what the overall norms would indicate. The 1980 unemployment rate for persons with Spanish origin was 12.1%.

TABLE 4

1980 CENSUS DATA: CHICAGO, ILLINOIS

Total population	3,005,078
Percentage who speak a language other than English at home	24.1
Percentage foreign born	14.5
Percentage naturalized citizens	6.4
Percentage not citizens	8.1
Percentage Spanish origin	14.1
Percentage Mexican origin	8.5
Percentage Puerto Rican origin	3.8
Percentage Cuban origin	0.4
Percentage other Spanish origin	1.4
Percentage (18 and over) who speak Spanish at home	11.3
Percentage (18 and over) who speak Polish at home	3.8
Percentage (18 and over) who speak Italian at home	1.3
Percentage (18 and over) who speak German at home	1.2

More recent estimates of economic conditions show similar patterns. The 1986 annual unemployment average in Chicago Metropolitan Statistical Area (using Current Population Survey figures from Census Bureau) was 8.8% in comparison to a statewide average of 7.4%. For persons of Spanish origin, the unemployment average in the Chicago MSA was 11.1% in comparison to a statewide Spanish origin average of 8.8%.

In terms of specific subgroups, it would appear that recent Hispanic and Asian immigrants are particularly in need of services. A number of respondents working with such groups cited their low levels of basic educational skills, English competency, and job skills, and indicated that comprehensive and focused services would be needed to get them into stable economic positions.

The relationships between the language-minority populations and English-speaking population in Chicago are neutral to positive. Partially because there continues to be significant European immigration into Chicago, there is not widespread antagonism toward new immigrants. The Hispanic community was also an important factor in the political coalition developed by the former mayor, so black and Hispanic communities have developed a history of working together.

C. Organizations Providing Services

The major providers of vocational training and related services to LEP adults in Chicago are the:

- City Colleges of Chicago;
- Mayor's Office of Employment and Training through a series of local grantees; and the
- Jewish Federation of Metropolitan Chicago, also through a series of subgrantees.

The vocational training programs being offered by the major providers in Chicago (City Colleges, Mayor's Office, Jewish Federation) are almost without exception offered completely in English. LEP adults are normally directed first to ESL programs offered by the City Colleges, although they are occasionally offered by other providers in cooperation with the City Colleges.

1. City Colleges of Chicago

The recipients of Perkins Act funds in Chicago are the Chicago Public Schools and the City Colleges of Chicago, although only the city colleges have responsibility for adults. The amount of the Perkins disadvantaged set-aside specifically directed toward LEP adults is approximately $50,000, which represents less than 10% of the total. This money helps to pay for a special needs advisor to each of the eight campuses, as well as bilingual interpreters.

The City Colleges offer ESL on both a college credit and a non-credit (adult education) basis. The non-credit program is very large (approximately 13,000 enrollments per term), and is frequently offered in community settings. There is no particular emphasis on vocational or work English, and there are few close linkages with vocational or other programs. In a few cases, however, the ESL instruction is integrated with other programs.

College credit ESL is offered to smaller numbers (800-1000) of LEP adults. College credit ESL focuses more on literacy (reading and writing) than does non-credit ESL, and is typically provided to those planning to enter academic programs.

The City Colleges are presently examining their ESL curricula, and are considering the inclusion of more vocationally-related material. In particular, they are looking to increase occupation-specific language or to develop a separate vocational ESL component. One possibility being considered is to develop a basic ESL curriculum which can lead either into a vocational ESL program or into a college ESL program. This initiative is a result of some increased public political pressure through members of the Board of Trustee of the Colleges to better serve Hispanic students. In addition, various college departments, including the vocational program, are looking to increase their enrollments through better services to the LEP student population.

The City Colleges offer a broad variety of vocational programs involving areas as diverse as word processing, horticulture, auto body, and food sanitation. The programs range in intensity from those providing achievement awards (1-10 credits) to those providing associate degrees (60 or more credits). Vocational classes are offered in English, and LEP adults are encouraged to enroll in ESL classes before taking any vocational courses. The City Colleges reported that approximately 1750 adults taking vocational classes are limited English proficient. This number is an estimate and is not based on formal testing.

The City Colleges also provide certain supportive services to language-minority persons. There is a special needs advisor at each campus who is available to provide English and skills testing, career planning, counseling, acculturation services, and referrals to other agencies. Truman College has a special refugee program which is particularly focused on Southeast Asian and Eastern European refugees. Association House has worked with the City Colleges in developing vocational programs for the Hispanic community, including bilingual tutoring services.

2. Mayor's Office of Employment and Training

The Mayor's Office of Employment and Training is the JTPA grantee in Chicago (receiving about $53 million), and it also receives a federal Community Development Block Grant for training ($2 million). The Mayor's Office serves approximately 10,000 adults and 13,500 youth, of which 20% are school dropouts. The latest figures show that only 3.8% of enrollees had limited English proficiency listed as a barrier to employment, however.

The vocational services to adults provided by the Mayor's Office of Employment and Training are relatively broad. They include vocational classroom training, on-the-job training, placement and retention, pre-employment training, and work experience. However, most LEP adults are referred to the City Colleges or other agencies for ESL prior to enrollment in JTPA. Thus, strictly speaking, there are relatively few LEP adults

enrolled in JTPA programs. One exception is the Chinese American Service League, which is a JTPA contractor and provides chef training services to Chinese LEP adults.

3. Jewish Federation of Metropolitan Chicago

The Jewish Federation of Metropolitan Chicago is the Chicago grantee for federal Office of Refugee Resettlement funds distributed by the Illinois Department of Public Aid. Almost all of those served by the Jewish Federation and its 15 subgrantees are LEP adults. This program has decreased in size in the last 7-8 years from serving more than 4000 per year in the Chicago area to less than half that number. The percentage receiving vocational training services has also decreased from approximately 15% to 6-7%.

The Federation and its subgrantees do extensive case management, counseling, vocational assessment, job development, and job placement. Vocational training is provided to approximately 100 LEP adults per year in Chicago. A few of the providers also work with the City Colleges to provide on-site ESL instruction, including general ESL, vocational ESL, and pre-employment ESL. Project Enterprise (see below), a vocational training project conducted by Travelers and Immigrant Aid (a subgrantee of the Jewish Federation) is one example of an integrated program administrated by one of the subgrantees.

In addition to these providers, vocational training is also being offered by proprietary schools and private colleges. No estimate of the total number of LEP adults receiving such services was available, however. St. Augustine College, for example, has a bilingual vocational program in chef training serving approximately 30 LEP adults. St. Augustine College is a former recipient of a federal bilingual vocational training grant.

D. Vocational Training Programs

Three specific vocational training programs for LEP adults are described in this section: (a) the St. Augustine College professional cook training

program; (b) the Chinese American Service League chef program; and (c) the Travelers and Immigrants Aid Project Enterprise.

1. St. Augustine College Professional Cook Program

This program was developed under a federal bilingual vocational training grant which expired in 1987. St. Augustine College, a two-year private institution, is continuing the program using federal Pell Grants for students, in-kind college contributions, and tuition paid by two students.

There are 29 students presently enrolled. Students are predominantly Hispanic, although native-born English speakers with weak English skills have entered the program in the past year. The program has been advertised through the Spanish language media, though most of the present participants came through referrals from community organizations or word of mouth. Intake consists of a personal interview and English competency testing.

The basic program consists of two components: (a) vocational training in cooking, which is provided by a monolingual English speaker; and (2) vocational ESL for the kitchen which is provided by a bilingual teacher/tutor. The vocational ESL is offered on a competency basis, so students work at their own pace. The bilingual teacher/tutor also provides assistance to those who are having English language problems during cooking instruction. The course is offered to separate groups in the morning and in the evening, and runs for 32 weeks. The course includes a 32 hour unit on sanitation to assist participants in securing a local sanitation certificate.

The program includes counseling, job readiness, job development, and job placement, although these activities have been curtailed since direct federal funding ended. Past completers have had an 85% placement rate. The present cost of the program is $1786 per participant.

2. Chinese American Service League Chef and Baking Program

This program is administered by a non-profit community organization which provides a range of services (counseling, job referral, etc.) to the Chinese community. The program is supported by JTPA funds from the Mayor's Office for Employment and Training.

There are 45 students presently enrolled. Approximately 75% are recent immigrants from China, and most have very limited English skills. Recruitment is largely informal, through community networks. Intake includes the completion of an employment development plan, and the assessment of past experience and English language skills.

The program has two separate content areas, one for cooking and one for baking. The cooking program meets for seven hours per day, and the baking program for six hours per day. Each program lasts for six months. During the first two weeks of the program, the entire focus is on vocational ESL, and the instruction emphasizes occupation-specific language. The vocational ESL is offered by a bilingual teacher. After two weeks, cooking or baking instructions begins, offered by a monolingual English speaker. The ESL instructor is always in the classroom, however, to provide language support and interpretation, if necessary. In a typical day, 1-2 hours are spent in the classroom and the remainder of the time in the kitchen. Students work together in groups of five, so there is also some peer instruction.

Support services which are offered include day care, personal and career counseling, and a $6 a day stipend for transportation, uniforms, equipment, etc. Pre-employment counseling (interviews, applications, etc.) is provided, as is job development and job placement. The four classes which have been completed thus far have had a higher than 85% placement rate, with many placements in the larger hotel chains. The program manager estimates that there will be job opportunities for graduates for at least the next five years.

3. Project Enterprise

This project is administered by Travelers and Immigrants Aid, which is one of the subgrantees of the Jewish Federation of Metropolitan Chicago. The project is funded by the federal Office of Refugee Resettlement through the Illinois Department of Public Aid.

This project enrolls approximately 40 participants per year. It is directed towards those refugees who have failed in other vocational training programs due to adjustment or other problems. It enrolls refugees from many groups, including Southeast Asians, Eastern Europeans and Africans. The goal is to help participants develop home-based businesses in production, service, and sales.

Entry into the program is by referral from other refugee agencies. Participants go through extensive intake procedures, including interviews (prior job experiences, problems with previous vocational training), language testing, and assessment of mental and physical health. Those in need of ESL instruction are referred to Project English, a program by the Northwest Educational Cooperative which is operated in the same facility.

Training is conducted in a refugee center facility. The program uses an on-the-job training approach, with participants working in specific vocational fields (light assembly, maintenance) which can be transferred into private enterprise. The instruction is in English, though there is access to native language speakers in the building if needed.

The program provides job counseling and mental health counselling on-site, and provides transportation allowances. Participants are referred to others for child care and health services. Many participants are receiving public assistance. The program works with individuals to develop private enterprises using their developed skills. In general, the enterprises planned will require little capital and will be highly labor intensive. The program is relatively new, having begun in Fall, 1987, so outcome data are not yet available.

E. Planning and Coordination

There is little indication of consistent planning and coordination of vocational training services for LEP adults in Chicago. Training is provided by multiple agencies which have only limited contact with each other. Many of the agencies do have working arrangements with the City Colleges to send their clients for ESL instruction or to have the City Colleges pay for ESL teachers on their sites. However, in only a few cases is the ESL instruction integrated into a broader vocational training design.

There appears to be some more general planning by community organizations for specific ethnic groups. The Jewish Vocational Board, for example, has spent some time looking into the overall needs of the Russian community in Chicago. Similarly, the Chinese Aid Association has examined the needs of the Chinese community.

At the level of the individual LEP client, coordination of services through case management is performed by refugee subgrantees, JTPA grantees, and to a lesser extent by special needs advisors, refugee counselors, and advisors at City Colleges. Refugee subgrantees make referrals among themselves, and sometimes combine in providing services to specific clients. JTPA services are more centrally controlled in that they are either provided by the Mayor's Office or provided by specific grantees based on type of service (some grantees do child care, some do training and job development). Case management at the City Colleges is less systematic, though an advisor or counselor may apply case management techniques.

In summary, most respondents believe that better coordination among agencies should occur. Respondents perceived a lack of overall planning, a lack of general knowledge about available programs, and a failure to create a coherent system and sequence of services. Respondents had difficulty in describing feasible mechanisms for improving planning and coordination, however.

F. Additional Service Needs

When respondents in Chicago were asked about gaps in vocational services to LEP adults, there was a broad variety of responses. Two service areas were mentioned by more than one person, however. The first was a need for new service models which combine English language instruction with vocational skills instruction (including the use of vocational ESL on work English). The second was the need for training programs which allow entry-level employees in various fields to increase their vocational skills, and improve their prospects for job mobility.

In terms of specific vocational areas, respondents had some difficulty in pointing to specific needs. The only areas mentioned were the needs for bilingual secretaries (with literacy skills in two languages), vending machine repair personnel, and hotel clerks and maintenance managers.

In general, respondents appeared to believe that there was a good breadth of vocational training opportunities available, but that few of them were specifically designed or adapted for LEP adults.

V. ELGIN, ILLINOIS

Elgin is located about 35 miles northwest of downtown Chicago. The estimated 1986 population, according to the area Chamber of Commerce, is 67,100, with an area population (within 10 miles of Elgin) of 282,000. As of the 1980 Census, the population of Elgin was 63,798, with 6.8% foreign born and 13.2% who speak a language other than English at home.

A. LEP Adult Population

The LEP population in Elgin is composed in general of two groups, i.e., Hispanics who have migrated mainly from Mexico, and Southeast Asian refugees. Although the 1980 Census showed that there were 6,511 persons of Spanish origin, it is estimated that there are presently 15,000 Hispanics in Elgin; of this number, 83% are Mexican; 13% Puerto Rican; and 4% from Central and South America. One-third of the Hispanics were identified as LEP, as defined by judgements of job placement staff and diagnostic English language instruments used by the Centro de Informacion Y Progresso, a Hispanic service agency.

TABLE 5

1980 CENSUS DATA: ELGIN, ILLINOIS

Total Population (urbanized area)	63,798
Percentage who speak a language other than English at home	13.2
Percentage foreign-born	6.8
Percentage naturalized citizens	2.7
Percentage Spanish origin	10.2
Percentage Mexican origin	7.0
Percentage Puerto Rican	2.6
Percentage Other Spanish	0.6
Percentage (18 and older) who speak Spanish at home	7.8

There are also 3,000 refugees from Southeast Asian presently residing in Elgin. Most (85%) are Laotian; the others are Vietnamese and Cambodian. These refugees started arriving in 1975, with the largest influx coming into the area in the early 1980s. At present, the arrivals total approximately 10-15 per month, all being LEP.

B. The Economy

According to the 1980 Census, the unemployment rate in Elgin was 5.8%, somewhat below the statewide percentage of 7.2%. The labor force participation rate in Elgin for those individuals 16 years and over was 80.8% and 57.3% for males and females, respectively, while the state rates were 77.3% and 51.6%. Median household income for Elgin was $21,170, compared to 19,321 for the State, while the percentage of persons and families in poverty were 6.9% and 5.2%, respectively, as compared to statewide figures of 11.0% and 8.4%. Thus, Elgin's economic picture as revealed by those numbers was better than that of the state.

According to respondents, Elgin is a fast-growing, multi-cultural community. Industry, which is generally moving from Chicago to western portions of the metropolitan area, is helping the economic picture of the Elgin area. The unemployment rate was recently as low as 3.8%. However, with the closing of a local foundry in the past year, the rate was reported to have climbed above 4%.

The economic and employment statistics are positive, and respondents indicate that jobs are available for the limited English proficient population. Generally, LEP adults in the community are employed by small companies in the following areas: light industry and manufacturing; nurseries and sod farms; horsebreeding; and industrial, commercial, and home cleaning. These are mostly low wage jobs, however, paying in the neighborhood of $5.00 per hour.

C. Organizations Providing Services

Vocational training and employment-related services for LEP adults in Elgin are provided by the following agencies:

- Elgin Community College;
- YWCA;
- Centro de Informacion Y Progreso; and
- the Private Industry Council of Kane-DeKalb-Kendall countries.

1. Elgin Community College

Perkins money to serve adults in Illinois is distributed through the community college system. Elgin Community College receives their disadvantaged funds through a formula based on the economic and employment picture of the area it serves and on the number of disadvantaged adults served during the previous year. Respondents indicated that the Perkins funds under the disadvantaged set-aside are used for the academically disadvantaged, mainly for tutoring services. LEP adults are not specifically targeted, except to the extent that they are counted as academically disadvantaged.

One of the reasons the college does not receive Perkins funds targeted specifically at the LEP adult population is that the college does not report the number of LEP adults served, but includes them within the total number of disadvantaged individuals. LEP adults are not identified as a distinct group within this number. Services for the LEP adult population has not been made a priority by the college since the unemployment rate is not high, and LEP adults are not taking vocational classes to any significant degree. They are enrolling in ESL classes at the college, however.

ESL is the largest credit hour generator at the college. It is divided into 10 levels, from the most basic to the most advanced. Most of the ESL students are Spanish speakers. The program is supported mainly by federal adult education funds.

Besides ESL, no other special programs for LEP adults are available at the college. Those with some basic English skills may enroll in mainstream

vocational courses at the same time they are enrolled in ESL. The number of LEP adults who enroll in these courses is low, however. Special tutoring is provided through the college's learning skills center for these students. To a large extent, the tutoring is VESL, with extensive work on vocational vocabulary.

Job placement services are provided to vocational students through their instructors and through the college's placement office. No special services are provided to LEP students, other than those available to the regular student population.

2. YWCA

The YWCA, funded by the Illinois Department of Public Aid Refugee Program using federal Office of Refugee Resettlement monies, provides vocational education, employment counseling, job placement, and related services to refugees from Laos, Vietnam, and Cambodia. Respondents reported that Elgin has been one of the most impacted areas in the state by refugees. Over 3,000 refugees have moved into Elgin, starting in 1975. The largest influx occurred in the early 1980's and between 10-15 per month are still arriving. The comprehensive program of services provided by the YWCA includes:

- Instructional Services, including ESL, driver training and other special needs classes;
- Vocational Training in welding, machine tool, data entry, cosmetology, and housekeeping. For each, vocational area, there is an accompanying VESL program.
- Survival Services, including help with food, clothing, transportation, public aid, etc.
- Employment Services, including job counseling, placement, and follow-up. Follow-up is done at 30, 60, and 90 days with both the employer and refugee.

In addition to this program, the YWCA contracts with Elgin Community College for a specially designed course for Laotian refugees in machine tools. The college provides the course but does not provide any funding. The

funds came from JTPA and ORR through the YWCA. The course consists of 280 hours of vocational instruction and 120 hours of VESL over 20 weeks. In addition, students are enrolled in a general ESL class. In the vocational component, a bilingual aide (who is a former trainee) is used to help in the classroom. The program is a free service for Laotian refugees. Free child care and free transportation between vocational classes at the community college and ESL classes at the YWCA are also provided.

Finally, the Elgin YWCA, as a sub-contractor to the local school district, provides ESL classes for adults. Last year, 600 students were enrolled. Overall, the YWCA staff seems to have a real commitment to serving the Southeast Asian refugee community.

3. Centro de Informacion Y Progreso

This community-based organization is a voice and general advocate for the Hispanic community in Elgin and its surrounding areas. Centro employs 10 full-time and 9 part-time people with an annual budget of $317,000 obtained from 16 different funding sources, including the United Way. The organization tries to help those in need interface with local and state government in a variety of areas. No vocational training is provided by the organization, but it does hold classes in ESL and literacy which are geared towards basic needs and employment. In the past, Centro used JTPA money for job readiness workshops. These workshops focused on how to look for a job, resume preparation, interviewing skills, career awareness, and training opportunities. The workshops have been discontinued since JTPA funding stopped. Using Perkins Single Parent/Homemaker set-aside funds from the Elgin Community College, Centro also provides employment workshops for female Hispanics who are displaced homemakers or single parents. The program includes career awareness, survival mechanics, values clarification, and employment placement.

One continuing service being provided by Centro is job placement. The organization has a full-time placement specialist. With funding from the State Department of Human Rights, Centro identifies and recruits Hispanics for state and local civil service employment. The job placement staff helps with application forms, prepares job applicants for interviews, administers

tests, and tracks the application process. The placement office also does job development and placement within small businesses and larger corporations in the area. Employment opportunities are compiled and listed; approximately 25 individuals are placed per month.

4. Private Industry Council of Kane-DeKalb-Kendall Countries (KDK)

This agency is funded by JTPA and serves these counties. No direct language or vocational services are targeted to LEP adults. However, ESL, pre-employment training, and placement services are provided through contracts with other agencies or organizations.

KDK has subcontracted this year with Lopez and Associates of Chicago (a private firm) for the provision of a pre-employment workshop and placement service for 30 Hispanic adults. The workshop runs 60 hours over 4 weeks and is presented mostly in Spanish. Two sessions were presented for 15 participants each. The workshop includes:

- Job seeking;
- Filling out employment applications;
- Job interview behavior and mock interviews; and
- Preparing thank you letters.

To be eligible, participants must know some minimum amount of English, be JTPA eligible, and have one or more barriers to employment (LEP, high school drop-out, veteran, offender, teen-aged parent, senior citizen, or handicapped). No ESL or occupational training is provided. In addition to the workshop, Lopez and Associates spends time developing jobs with local employers and placing participants upon completion of the workshop. Participants are paid $25 at entry to the program and $1.00 for each hour of training. This is mainly for transportation expenses. Additional money is available for child care. The total contract was $25,400 for 30 participants, or $847 per individual.

KDK has also contracted with Elgin Community College using 8% JTPA funds for the provision of ESL, pre-employment counseling, and job placement. This is a small program for a total of 16 LEP adults. The performance-based contract

calls for 13 individuals to complete the pre-employment aspect of the program, and for 8 to be placed in jobs with wages of at least $4.00 per hour. The total contract was for $16,732, or $1,045 per person. Some of these funds are used to reimburse participants for transportation and child care expenses.

D. Planning and Coordination

The provision of vocational training and other employment-related services has not been a priority in Elgin. Except for a few special programs, all vocational training requires English competency. In addition to the issue of priorities, the small number of vocational educators who are bilingual in English and Spanish, or in English and another language, make the delivery of services to LEP adults difficult.

Three agencies in Elgin, however, have worked together to provide services to LEP adults in the community. These agencies are the community college, the YWCA, and the Private Industry Council of Kane, DeKalb, and Kendall counties (KDK). For the most part, the college has served the Hispanic community, and the YWCA has served the Southeast Asian refugee community. KDK does not provide direct services to LEP adult but, using JTPA funds, has subcontracted with the college and YWCA for services. JTPA funding, however, has recently been lost for the refugee population served by the YWCA.

E. Additional Service Needs

Underemployment, rather than unemployment, is a major problem for LEP adults in Elgin. The unemployment rate is low and non-English speakers can obtain jobs with employers in the community who use bilingual foremen to supervise the workers. Thus, even though underemployed, training is not a high priority for these workers. Since the demand is low, agencies are not under pressure to provide services. For those in training, transportation and child care services are very much in demand.

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